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ABSTRACT

In September 1984, the New Jersey Board of Education launched the Provisional Teacher Program, the first alternative teacher certification program in the United States. The program, or the "alternate route," came from a reform process initiated after a commission created by the legislature concluded that New Jersey's teacher preparation programs were producing poorly educated graduates. Alternative certification candidates develop teaching skills in essentially the same way as traditional candidates through teaching with the support of a mentor. Formal instruction in a core of applied teaching knowledge can take place during the novice teacher's first year of employment rather than in college. New Jersey eventually established parallel requirements for the alternative and traditional routes, but the alternative remains a true alternative; only 200 clock hours of formal instruction in teaching methods are required. The report suggests that the alternative certification program has markedly expanded the quality, diversity, and size of New Jersey's teacher candidate pool. By 1998-99, 457 school districts had used the program. Applicants had higher scores on teacher licensing tests than traditionally prepared teachers, and attrition rates for alternatively certified teachers were lower than those of their traditionally certified counterparts. The Provisional Teacher Program also became the dominant source of minority teachers for both urban and suburban schools. An appendix contains biographical sketches of New Jersey "alternate route" teachers selected as Dodge Fellows in 1990. (SLD)

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New Jersey's "Alternate Route" to Teacher Certification

by Leo Klagholz

JANUARY 2000

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Foreword

If you've read any of this Foundation's other recent publications about teachers and teacher quality, you already know that we're fans of alternative certification. Today more than forty states offer such programs. The best of them provide compressed basic training for prospective teachers without forcing lengthy detours through colleges of education, and allow qualified candidates for teaching posts to bypass most of the hoops and hurdles that so often deter talented people from public school classrooms.

Alternative certification was essentially invented in 1983, when New Jersey introduced its pathbreaking plan. In this report, Leo Klagholz, the Provisional Teacher Program's original architect, outlines its aims, the debates that attended its birth and growth, the results it has had so far, and some lessons for other states. What's especially noteworthy about the alternative certification program depicted in these pages is that it was designed not to respond to a teacher shortage but as part of a broader effort to boost teacher quality in the Garden State. The evidence presented here suggests that it has done exactly that.

Dr. Klagholz knows the story of alternative certification better than anyone and we were thrilled when he agreed to write this report. A life-long educator, at the time he crafted New Jersey's Provisional Teacher Program he was Director of Teacher Preparation and Certification in the state's Department of Education, serving under Commissioner Saul Cooperman and Governor Tom Kean. In more recent years, he himself served as New Jersey's Comissioner of Education under Governor Christie Whitman. Today, Leo is a Distinguished Scholar in Educational Policy Studies at The Richard Stockton College of New Jersey. Readers wishing to contact him directly may call him at 609-652-4521, write to him at Richard Stockton College of New Jersey, Jim Leeds Road, Pomona, NJ 08240-0195 or send an e-mail to Leo.Klagholz@stockton.edu.

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Chester E. Finn, Jr., President
Thomas B. Fordham Foundation
Washington, D.C.
January 2000

Executive Summary

In September 1984, the New Jersey Board of Education launched the Provisional Teacher Program, the nation's first alternative teacher certification program, which was part of the state's broader effort to boost the quality of its teaching force. The "alternate route," as it came to be known, emerged from a reform process initiated after a commission created by the legislature concluded that New Jersey's teacher preparation programs were producing poorly educated graduates.

In response, the state embarked on a dual path of reform: improving the quality of undergraduate teacher preparation while also creating the Provisional Teacher Program as an alternate pathway into the profession. The traditional route was reformed by reducing the number of required education courses; this came after a study conducted by the state's Department of Education found that most such courses were superfluous. That study identified a core body of applied knowledge to which every new teacher ought to be exposed, but effective teacher preparation was redefined as a combination of a solid liberal arts education and mentor-assisted practice teaching.

At the same time, the state established an alternative system through which school districts could recruit talented individuals with liberal arts backgrounds who had not studied education in college. The alternate route candidates would develop their teaching skills in essentially the same way as traditional candidates: by teaching with the support of a mentor. Formal instruction in a core of applied teaching knowledge could take place during the novice teacher's first year of employment rather than in college; indeed, receiving this instruction in conjunction with mentor-guided practice was thought to be essential. Ultimately, the state's new certification regulations established parallel requirements for the alternative and traditional routes, yet the former remains a true alternative: only 200 clock hours of formal instruction in teaching methods are required.

According to the author, New Jersey's alternative certification program has markedly expanded the quality, diversity, and size of the state's teacher candidate pool. By 1998-99, 457 school districts had utilized the program. Applicants had higher scores on teacher licensing tests than traditionally prepared teachers and attrition rates for alternatively certified teachers were lower than those of their traditionally trained counterparts. The Provisional Teacher Program also became the dominant source of minority teachers for both urban and suburban schools.

Introduction

September 1999 marked fifteen years since the establishment of the New Jersey Provisional Teacher Program, the state's "alternate route" to teacher certification. Since then, New Jersey schools have used the program to hire and train nearly 7,000 new teachers. The program, which is now an integral part of the state's teacher employment system, has helped account for the fact that, since 1985, New Jersey has not issued a single emergency certificate in any of the affected teaching fields. Nor has it had to authorize the employment or reassignment of any teachers outside their subject fields. Far more importantly, the program has achieved its primary purpose of enhancing the overall quality of the state's teacher candidate pool.

Reform of Undergraduate Teacher Preparation

New Jersey's "alternate route" enjoys widespread acceptance largely because it was created as part of a broader effort to enhance teacher quality. That effort began with initiatives aimed at improving the quality of undergraduate education degrees by reducing pedagogy courses in favor of increased liberal education and practice teaching requirements. This reform of the "traditional route" paved the way for the "alternate route" program because it fundamentally redefined the "well-prepared teacher" as someone with a liberal arts degree who acquires teaching skill mainly through actual classroom practice.

Commission to Study Teacher Preparation Programs

Concern over the quality of public education and teaching reached a peak in the 1970s when the former state teachers colleges were required to convert to liberal arts-based institutions as part of a restructuring of the higher education system. This conversion brought the curricula of teacher education programs under intense public scrutiny and criticism.

In 1978, the State Legislature created the Commission to Study Teacher Preparation Programs in New Jersey Colleges (CSTPP), comprised of legislators, state education officials, educators and private citizens. The Commission's purpose was to "conduct a study of teacher preparation programs at New Jersey colleges...because of dissatisfaction with the quality and scope of the programs for the education of teachers in this state and the requirements for licensing (CSTPP, Final Report, June 1981)." The CSTPP conducted an exhaustive review of undergraduate preparation programs and concluded that they were producing poorly educated graduates.

The Commission's inquiry revealed that state certification mandates had produced a proliferation of education courses and programs in circumvention of the campus-based processes that colleges use to assure the quality of academic offerings. In public hearings, higher education leaders criticized these courses as generally unchallenging and lacking in substance. Teachers claimed that they did not contribute significantly to their classroom success.

Yet education courses comprised as many as eighty credits in a 120-credit teaching degree. Prospective teachers not only majored in education, they also took education-based "hybrid courses" to satisfy liberal education requirements—e.g., "Math Concepts in the Elementary Classroom" in place of the more rigorous, standard math courses that other students were required to take. Thus, elementary teaching can-

didates were able to graduate without having taken a single substantive course in science, math or history. Prospective secondary teachers completed specialized, sometimes hybrid, subject majors—e.g., "science education" instead of physics or chemistry.

Some members of the Commission questioned whether the traditional teacher preparation curriculum contained sufficient academic substance to justify the award of a college degree.

The Commission's study also suggested that, due to their poor academic reputation, education programs and courses attracted weak students. The State Department of Higher Education reported that for several consecutive years, the SAT scores of New Jersey high school graduates who indicated education as their intended major ranked 22nd among 23 college majors. A high proportion was found to be deficient in basic skills on the statewide test for entering college freshmen. However, despite their weak academic prowess, few education students washed out of their preparation programs.

Elementary teaching candidates were able to graduate without having taken a single substantive course in science, math or history.

Based on testimony provided by teacher representatives, the Commission found that "practice teaching," performed in school classrooms under the guidance of a school-based mentor teacher, was the most valuable aspect of professional preparation.

Regulatory Reforms

The CSTPP concluded that beginning teachers must, first and foremost, be educated persons. It recommended that undergraduate degree programs enrolling certification candidates be required to include a substantial liberal arts or general education component, a liberal arts or science major, and expanded practice teaching requirements.

Exercising its authority over college degree programs, the State Board of Higher Education took the lead in implementing the Commission's recommendations. It convened a Blue Ribbon Panel on Teacher Education, chaired by Penn sociologist Ivar Berg and including then-AERA president Frank Farley and Stanford professor Ralph Tyler. The panel endorsed the CSTPP recommendations and expanded on their rationale. On that basis, the higher education board required all undergraduate education programs to include: (1) approximately sixty credits of "pure" liberal education courses, distributed among relevant disciplines; (2) a liberal arts or science major comprised of courses taken by liberal arts majors in the same field; and (3) progressively intensive practice teaching experiences, beginning with a brief introductory sophomore experience and culminating in the senior year with a semester of full-time student teaching. Given the requirement that certification candidates major in the liberal arts, the higher education board also directed colleges to cease awarding undergraduate degrees in the field of education, except where education is the secondary emphasis in a dual major.

These changes, which were aimed at improving new teacher quality, redefined effective "traditional" preparation as a combination of liberal education and mentor-assisted practice teaching. Thus, it was not a large step to establish a parallel system through which school districts could improve teacher quality by recruiting other liberally educated individuals who did not study education in college. These "alternate route" candidates would develop their instructional skills in the same way students in the reformed "traditional route" would: by actually teaching in a school classroom with support from a mentor teacher.

Development of an "Alternate Route" Proposal

Yet the state did not simply conceive of and propose such a program. Instead, the "alternate route" evolved from a study conducted to determine the place of education courses in the reformed traditional preparation programs.

Certification Study

The Department of Education had to conduct such a study because the question of which, if any, education courses should be included was unresolved. While the CSTPP's inquiry produced criticism of education courses in general, it did not assess individual courses.

There were three reasons why the Department of Education's study of education courses in the "traditional" college route also led to a proposal of an "alternate route."

It was not a large step to establish a parallel system through which school districts could improve teacher quality by recruiting other liberally educated individuals who did not study education in college.

First, the study was a continuation of a long-term search for ways to improve teacher quality that so far had generated harsh criticism of certification mandates and firmly committed the state to a strategy of dramatically expanding the liberal and practical education of teachers. Therefore, the certification study was necessarily oriented and predisposed toward weeding out weak and unnecessary education course requirements.

Second, while higher education officials had defined the teacher quality problem primarily in terms of the academic adequacy of college degrees, the state education commissioner and his staff approached it mainly as a human resource issue. They hypothesized that school districts were being prevented from employing capable teaching candidates simply because they lacked the very courses that had been the subject of harsh criticism over the previous five years. Therefore, their study included a review of certification files to identify individuals whose applications had been rejected though they had job offers in hand, and an analysis of the certification requirements that caused their rejection.

Third, the CSTTP had previously planted the seed for the idea of an "alternate route." Although it did not analyze individual certification courses, its members struggled, without reaching agreement, with the general problem of what to do with education study in the new liberal arts-based preparation programs. It recommended requiring the new degrees to incorporate three "pure" liberal arts courses in the behavioral/social sciences, and the higher education board's regulations incorporated such a mandate. Higher education representatives generally favored moving education study, per se, to the graduate level, but teacher union representatives argued that teaching competence could be acquired through means other than a graduate education degree. Attempting to satisfy polar positions, the CSTPP's final report advanced the idea of moving requisite education study to the graduate level but asserted that there would be "...situations in which it would be unreasonable and undesirable to require completion of a [preparation] program in the prescribed way." Thus, the CSTPP urged that "...equivalency routes to certification must be provided." In the Commission's view, such a route would involve an assessment of individual candidates' knowledge, teaching skills and personal qualities in the manner of an external degree program.

The idea of requiring all teaching candidates to obtain a generic master's degree in education was never taken seriously, mainly because of the contradiction inherent in creating a graduate degree out of course content deemed generally unworthy of undergraduate credit. However, the basic idea of creating an "equivalen-

cy route" through which to meet certification requirements was "on the table" when the state education department began its internal review of certification mandates.

Certification Reform Proposal

In September 1983, the education department issued its report. It discussed the urgent need to improve the quality of public education and the related importance of "attracting to the teaching profession men and women of outstanding talent and academic achievement." It concluded that many of the then-existing education course mandates failed to achieve that result because of their "limited effectiveness as predictors of competence." It asserted that "any new requirements should be concerned with process (courses taken) only in the most general sense and must instead emphasize the assessment of each individual candidate."

To that end, the report urged the State Board of Education to replace its existing course mandates with three basic certification requirements that were compatible with the already-adopted preparation program reforms. Specifically, each certification applicant would be required to: (1) obtain a baccalaureate degree with a major in the subject to be taught; (2) demonstrate subject competency by passing the relevant subject test of the National Teachers Exam (NTE); and (3) acquire and demonstrate teaching skill by completing a mentor-assisted, school-based internship.

A candidate would qualify for the "alternate route" if he or she possessed the same academic qualifications required of students in the new "traditional route."

Again, these requirements were not proposed as an "alternate route" but rather as universal standards that all certification candidates should be required to meet—primarily students in the redesigned undergraduate preparation programs. For such students, the new practice teaching requirement, spread out over the sophomore, junior and senior years, would constitute the school-based internship. Preparation program students would take the proposed subject test after graduation and prior to receiving certification.

"Alternate Route" Proposal

The education department's review of rejected certification applications had confirmed its hypothesis that many individuals with outstanding academic qualifications and pertinent experience were being barred from employment for lack of seemingly trivial courses. Therefore, the department's report went on to state:

> There is a need to provide an alternate route to certification for those who possess a degree but have not completed an internship, and thereby open the doors of the teaching profession to talented persons from all collegiate fields of study.... [Therefore] for those who majored in the liberal arts...the internship could be provided after graduation by a local [school] district.

A candidate would qualify for the "alternate route" if he or she possessed the same academic qualifications required of students in the new "traditional route": a baccalaureate degree with a major in the teaching subject and a passing score on a subject matter test. The individual would also have to obtain a job offer from a local school district that had examined his or her experience, background and personal qualities. Once employed with full salary under a one-year provisional certificate, the "alternate route" teacher would receive support from a mentor teacher during the initial year while completing in-service training. School staff would monitor and evaluate the teacher's development and classroom performance, and recommend at the end of the year whether or not the state should issue standard certification.

Rationale

The logic of the education department's proposal, and its eventual acceptance across the

state, are rooted in its unique treatment of the role of teacher training in the broader system of teacher preparation and employment.

The department's study did indeed conclude that most existing education courses—some with titles like "Discovering Your Teaching Self," "Descriptive Linguistics," and "Revolutions in Education"—were superfluous and should be jettisoned from state regulation. Yet it did not contend that all education study was valueless. On the contrary, it asserted the existence of a core body of "applied" knowledge—i.e., how-to-teach knowledge—to which each new teacher ought to be exposed. Yet it also concluded that permitting such exposure to occur during a teacher's first year of employment would be: (1) an acceptable way of training the individual novice; and (2) a superior approach to assuring the overall quality of the teacher candidate pool.

Training of the Individual Novice

Novice teachers gain teaching ability most effectively by practicing in a school classroom with advice and guidance from a veteran teacher. It makes no important difference whether a novice engages in mentor-assisted practice through a college preparation program prior to employment or during the initial months of full-time salaried employment. Indeed, doing so "through a college program" means that the college places the aspiring teacher in a school classroom where he or she assumes full instructional responsibility as soon as possible with support from a teacher employed at the school. In both the employment-based and college-based scenarios, the new teacher learns by instructing real students in school classrooms, and the mentor is the primary control against the fact that the teacher is a novice.

It is also useful for novice teachers to receive formal instruction in applied professional knowledge. This aspect of training gives them the opportunity to interact with and learn from a mentor who is not only a master of daily job functioning, but also an expert in the accumulated wisdom of "how to teach" generally. Such formal instruction is most beneficial, though, when provided in conjunction with mentor-guided practice so the novice can use it to analyze, solve and generalize from the real-world teaching problems he or she is encountering. The importance of this integration of "learning and doing" renders unsound any notion of separating formal instruction in applied knowledge from mentor-guided practice. Given the minimal difference between acquiring such experience in a college program and doing so during the initial months of actual employment, it is acceptable for new teachers to receive formal instruction in applied knowledge in conjunction with a district-run, job-based internship. Indeed, it would be ineffective to require "alternate route" teachers to complete education study in advance of their employment-based internship.

Quality of the Teacher Candidate Pool

The fact that it makes sense to instruct novice teachers in applied teaching knowledge does not justify the simplistic use of teacher training as a rigid legal control over employment eligibility. To assure the quality of the teacher candidate pool, government-imposed eligibility requirements must provide job access to competent candidates and deny it to incompetent ones. State requirements inhibit teacher quality if they either admit people who are unlikely to succeed or screen out potentially successful individuals. Setting aside the artificiality of the distinction between "pre-employment" and "co-employment" training, requisite teacher preparation—i.e., mentor-guided practice combined with instruction in applied professional knowledge—does not meet the test of an effective pre-employment screen.

The problem is that basic "how to teach" knowledge is not a hard science like physics or biology. It is more like parenting psychology. A body of information exists and is clearly worth considering. However, doing so in advance does not guarantee long-term success, nor does failure to do so necessarily doom one to failure. That is

because teaching ability is also influenced by qualities commonly possessed by individuals who have not completed formal teacher preparation, such as knowledge of subject matter and personal traits like intelligence, human sensitivity and caring, communication ability, work ethic, self-discipline, ability to relate to children, etc. As a result, when government uses teacher training as a formal job eligibility screen, it produces the double error of failing to guarantee the competence of those who meet requirements while also eliminating many individuals who have significant capabilities.

For those reasons, an "alternate route" is not only an acceptable option from the perspective of training the individual novice, it is a superior means of assuring the depth and breadth—and therefore the quality—of the talent pool.

In advancing these ideas, the state education department cited two pieces of prima facie evidence of their workability.

First, few private schools and virtually no colleges or universities limit their hiring of new faculty members to those who have completed teacher education. (Even collegiate schools of education do not do so.) On the contrary, these institutions select most of their new instructors from among those who lack such training. Yet they succeed.

Second, while the public education system has typically required pre-employment education study, it has also maintained the loophole of "emergency certification" so that school districts can hire people who lack it. In New Jersey, emergency certification had become so lax as to encourage employing and reassigning teachers outside their subject fields. Yet public school administrators also frequently contrived local "teacher shortages" so they could get around certification requirements and hire subject-educated individuals who lacked education study yet were, on balance, the best prospects for particular teaching jobs. Countless numbers of these systematically recruited "emergency" teachers have developed into very successful teachers.

In view of the preceding rationale, it is a myth that the New Jersey "alternate route" is built upon the idea that it is useless to require new teachers to consider intellectually the accumulated wisdom of the profession. Colleges and private schools that do a good job of induction do this on their own, arranging institutes and seminars for their new faculty members and referring them to conferences and courses. It is reasonable for the state to assure that these things are done in the public school system. Yet it is equally false to view the New Jersey program's inclusion of education training as an affirmation of the appropriateness or necessity of using such training as a strict pre-employment eligibility screen.

It would be ineffective to require "alternate route" teachers to complete education study in advance of their employment-based internship.

Instead, the program is founded on the idea that teacher quality is best attained if the core body of applied professional knowledge is stripped of its trivial excesses and used only to supplement the beginning teacher's mentor-guided induction to the classroom. It is unimportant whether the novice teacher is placed in a school classroom by a college preparation program before graduation or by a school district afterward, as long as mentoring support is available. To underscore this core argument, the Department of Education's 1983 proposal cited the following statement by James B. Conant:

> Except for practice teaching and the special [methodological] work combined with it, I see no rational basis for a state prescription of the time devoted to education courses....[Methodology] should be made available at the moment the potential teacher most needs all the useful knowledge he can get; that is, when he actually begins to teach (*The Education of America's Teachers*, McGraw Hill, 1963).

Political Reaction and Compromise

Before asking the State Board of Education to adopt its certification proposals, the education department announced that it would commission two advisory panel studies during the 1983-84 school year. The first would be comprised of nationally recognized education researchers and would provide a concise definition of the core body of applied professional knowledge to supplement both the college-based and "alternate route" internships. The second, comprised of New Jersey educators and citizens, would supply the details of the "alternate route" internship.

Opposition and Support

Yet the "alternate route" proposal was immediately denounced by the New Jersey Association of Colleges for Teacher Education (NJACTE), the New Jersey Federation of Teachers (NJFT), and the New Jersey Education Association (NJEA). (NJEA represents teachers at nearly all public schools while NJFT mainly represents state college faculty members.) In response to political pressure applied by these groups, more than fifty members of the State Assembly joined in introducing a bill to prohibit the creation of "alternate routes" to teacher certification. However, the bill did not move forward for several reasons.

Opponents' arguments were extreme, contradictory and ultimately self-defeating.

First, opponents' arguments were extreme, contradictory and ultimately self-defeating. They predicted that the "alternate route" would attract only "mediocre liberal arts graduates" and "failures from other career fields," some actually asserting that teaching is an unrewarding occupation and teachers are poorly regarded members of society. Others said that only urban schools, forced by teacher shortages to seek out "warm bodies," would use the "alternate route." Still others predicted that the program would prove to be "elitist," bringing only "pointy-headed intellectuals" to wealthy suburban schools while excluding minority candidates and urban schools. Such a possibility was disparaged with the absurd claim that essential teaching qualities like caring and sensitivity are negatively correlated with intelligence.

Some critics predicted that no school districts would hire "alternate route" teachers except to cope with shortages. Others said that school professionals would use the program rampantly as an instrument of political nepotism and patronage. Some predicted that if any provisional teachers were hired "off the street," they would be forced to "flee their classrooms by October" when they realized that they lacked the knowledge and skill to cope. The most insidious criticism was that "alternate route" teachers would bring harm to children because of a "lack of commitment and caring," evidenced by their decision to study physics at Harvard, for example, rather than major in education at a state college.

The Assembly bill also stalled because statutes delegate certification authority to the State Board of Education partly to protect actions affecting students from political interference. The fact that the board was merely conducting its own open hearings while awaiting completion of the panel studies made it difficult for the Legislature to short-circuit the process in response to special interest lobbying.

Third, support for the "alternate route" grew as the process moved forward. The proposal was endorsed immediately by the Governor and the higher education chancellor who, in fact, participated in its announcement. It later received support from organizations representing superintendents, principals, school board members, college presidents and trustee boards, and the business community. The state's largest newspaper, the *Star Ledger* of Newark, also actively promoted the "alternate route" plan.

Fourth, the powerful NJEA and the politically weak college teacher education groups were not united either in the nature or the extent of their opposition. The teacher education community attacked the plan in basic principle and went all out to defeat it. The American Association of Colleges for Teacher Education took it on as a national issue and worked with NJACTE to orchestrate criticism from teacher education deans and faculty members across the nation. Some came into New Jersey to attack the plan and others did so in journals and other national forums. NJEA, on the other hand, had supported the CSTTP reforms, which were motivated in part by teachers' criticisms of education courses. Therefore, while the teachers union's public criticisms of the "alternate route" proposal were initially strident, its concerns were more of a practical nature and it sought to resolve them through negotiation.

The "Boyer Panel"

As the public debate ensued, the state education department formed the first of its two advisory bodies, formally designated the Panel on the Preparation of Beginning Teachers. The panel was chaired by the late Ernest Boyer and comprised several of the nation's leading education researchers. Charged with defining the core body of applied professional knowledge, the Panel recommended that all new teachers be exposed to instruction in three areas of applied knowledge, with related subtopics, now referred to in New Jersey as the "Boyer Topics:" (1) Curriculum and Evaluation; (2) Student Learning and Development; and (3) the Classroom and the School.

The State Board ultimately adopted these topics as required supplements for the college-based internship, thus supplying the final element of the preparation program reforms. The higher education board's requirement of three courses in the behavioral/social sciences was redefined in regulation to be synonymous with relevant sections of the "Boyer Topics." In adopting these requirements, the State Board eliminated scores of other certification course mandates. Though no total credit-hour requirement was attached to the new topical requirements, it was expected that students in the redesigned preparation programs would complete, on average, about twelve credits of study in the Boyer Topics. The education department also transmitted the Boyer Report to its other advisory panel for inclusion in the "alternate route" internship.

Members of the Boyer Panel were lobbied aggressively to oppose the "alternate route." However, the Panel chose instead to include the following statement in its final report, thus contributing to the proposal's momentum:

> With respect to the issue of where professional knowledge can best be presented, there is no single answer, no one arrangement that is always best. The college setting offers obvious advantages.... There are non-collegiate 'laboratory' settings that also may be appropriate for conveying knowledge and skills to prospective teachers.... Perhaps the best approach is to join the learning places, to build partnerships or coalitions among the separate institutions interested in teacher preparation with new organizational arrangements to help educators carry on their work.... At the same time, we are concerned that partnerships, when they do exist, frequently are dominated by higher education. The ideas of teachers are trapped within traditional collegiate structures of semesters, credit-hours and the like.

Dr. Boyer attended a meeting of the state education board to present the report and state his support for the board's exploration of an "alternate route."

The Internship Panel

The education department's second advisory panel, formally titled the State Commission on

Alternative Certification, became the forum through which the department and the NJEA worked out an agreement that separated the teachers union from teacher education groups. The Commission, comprised of state education interest-group representatives and individual educators and laypersons, resolved the following matters concerning the operation of the one-year internship for employed "alternate route" teachers.

College Participation: Some urged the state to require that "alternate route" programs be run by colleges, not school districts. However, the education department was concerned that the program might be subverted if it hinged on college participation and the colleges refused to participate. Also, the department and public school groups were concerned that graduate programs would not be flexible enough to provide the desired program of integrated instruction and classroom support tailored to the special circumstances of the employed "alternate route" teacher. The Commission resolved the issue by suggesting that districts operating the "alternate route" internship be required to seek the participation of a college and accept such involvement should it be offered. If the invitation were refused, the district could go forward without college involvement.

Support Team: The panel addressed a concern that mentor teachers would be unable to devote sufficient time to "alternate route" teachers. It proposed that mentoring responsibility be shared by members of a Support Team comprised, at minimum, of the school principal and a mentor teacher. A curriculum supervisor would be added if the district employed such personnel, and a college representative would be included if a college volunteered to participate. The principal would chair the support team and coordinate its activities.

Evaluation: In response to union opposition to mentor teachers' involvement in the formal evaluation of their "alternate route" colleagues, the Commission recommended that evaluations be conducted by certified administrators. (The regulations ultimately required that they be conducted by the principal or another administrative member of the Support Team.) The mentor teacher could provide informal input. The principal would also be responsible for recommending to the state at year's end whether or not the "alternate route" teacher should be issued a standard certificate.

Standardization: The Commission standardized internship content, recommending that members of the Support Team be required to conduct specified numbers of mentoring sessions with the "alternate route" teacher and evaluations of his or her performance. It was also agreed that each "alternate route" teacher would be required to complete 200 clock hours of formal instruction in the Boyer Topics, an amount chosen to parallel the twelve credit hours that preparation program students were expected to complete. Since this noncredit instruction would only supplement mentor-guided practice, the teacher's performance in it would not be graded. Rather, like mentor teachers, course instructors would only be a source of input to the school principal.

Internship Phases: The Commission resolved the problem of how to maximize "alternate route" teachers' early success by recommending that the internship include an initial twenty-day phase during which instruction and mentoring would be most intense. This phase could take place prior to the opening of school if the individual were hired early enough and a summer school program were available. Or, it could occur during the novice teacher's first twenty days on the job. In the latter case, members of the Support Team would be responsible legally for the teacher's job assignment, though he or she could teach full-time for all or part of the period depending on his or her initial readiness and progress.

Mentor Teacher Participation: The Commission resolved union concerns over the terms of mentor teacher participation by proposing that such participation be voluntary and compensated. As a result, each "alternate route" teacher is required to pay a tuition fee (currently $2,000)

which the district uses to pay mentors and instructors. The district may pay the fee for the teacher, if it chooses, or it may deduct it incrementally from his or her pay over the course of the year.

Regional Centers: The Commission addressed concern over individual districts' ability to provide the formal instruction component by recommending that the state education department establish regional centers to instruct "alternate route" teachers in the Boyer Topics after school and on weekends. Where the district elects to use this option, a portion of the teacher's training fees is paid directly to the state department and used to staff and supply the centers. The education department, like the districts, must solicit college participation in the centers but may proceed unilaterally if its solicitation is rejected.

Terminology: Many expressed the view that terms like "internship," and "intern" did not accurately characterize either the program or the college graduates likely to be hired through it. The Commission proposed that teachers employed through the program be referred to as "provisional teachers." As a result, the "alternate route" was re-designated the Provisional Teacher Program.

Adoption of the Program

In September 1984, the State Board of Education accepted the Commission's proposals and adopted the Provisional Teacher Program, with only college teacher education groups remaining opposed.

The new certification regulations established parallel requirements for both the "alternate" and "traditional" routes. Candidates in both were required to: (1) possess a college degree with an appropriate liberal arts major; (2) pass a subject matter competency test; and (3) complete a mentor-guided internship supplemented by study of core professional knowledge. The only differences involved the timing and sequence in which candidates completed the requirements.

The State Board eliminated all regulations authorizing "emergency certification" and the hiring and reassignment of teachers outside their subject fields.

It was only because the two routes were equivalent by design that the state was able to allow—indeed urge—school districts to consider "traditional" and "alternate" candidates as equals in the job market and to hire freely whichever they considered the better qualified persons. Given the recruitment possibilities, this approach radically expanded the quality, diversity and size of the pool of potential candidates. Therefore, the State Board eliminated regulations authorizing "emergency certification" and the hiring and reassignment of teachers outside their subject fields.

Use of the Provisional Teacher Program by New Jersey Schools

During the planning year (1984-85), the Department of Education took four implementation steps that proved essential to the program's success. It carefully designed the operational details, set up regional centers to provide formal instruction in the Boyer Topics, conducted a massive orientation campaign for district administrators, and established an office to recruit high-quality "alternate route" candidates. In response to requests from private and parochial schools, the department also established procedures through which those schools could operate "alternate route" programs, thus enabling their new teachers to earn public school certification.

The First Five Years

During its first five years, the Provisional Teacher Program was treated as a pilot project and the state gathered data for use in deciding whether or not it should be continued once the enabling regulations expired. Therefore, the information available on provisional teachers hired during that period is more detailed than in later years.

During the pilot period, the number of provisional teachers hired annually by public and nonpublic schools, both in September and during the course of the school year, rose steadily (see Figure 1). (An exception occurred in 1989-90, a year in which new teacher employment in the public

Figure 1

Number of Provisional Teachers Hired By New Jersey Schools (1985-1990)

	Public		Nonpublic		
Year	Mid-Year	September	Mid-Year	September	Total
1984-85		114		7	121
1985-86	68	140	4	58	270
1986-87	90	142	15	73	320
1987-88	116	160	19	78	373
1988-89	109	167	37	109	422
1989-90	69	155	37	117	378
Total	452	878	112	442	1884

schools declined overall from the previous year.) By September 1990, 1,884 provisional teachers had been hired through the program, 1,330 (71 percent) by public schools and 554 (29 percent) by participating nonpublic schools.

Because mid-year hiring sometimes occurs under time constraints, September employment was initially seen as the better indicator of school districts' voluntary selection of provisional teachers in competition with traditionally prepared candidates. As Figure 2 indicates, by the end of the five-year pilot period, provisional teachers were annually representing about a quarter of all new teachers employed at the start of the school year by public schools.

Moreover, increasing numbers of provisional teachers were hired, both in September and mid-year, in fields like elementary education, English and social studies where there was a substantial oversupply of traditionally prepared candidates (see Figure 3).

By 1990, the number of public school districts that had taken part in the Provisional Teacher Program at least once had risen to 246, nearly half of the state's approximately 570 operating school districts. Participating districts included rural, suburban and urban districts of all socioeconomic levels in all twenty-one counties (see Figure 4).

In response to a state survey, districts indicated their attraction to four characteristics that were evident among many provisional teacher candidates. They were: (1) strong academic backgrounds and outstanding performance on the required subject tests; (2) successful prior experience in non-teaching jobs requiring mastery and application of subject knowledge; (3) successful prior teaching experience; and (4) strong representation of qualified minorities.

Figure 2

Number and Proportion of Provisional and Traditionally Prepared Teachers Hired for September by New Jersey Public Schools (1985-1990)

	Provisional		**Traditionally Prepared**	
Date	Number	Percent	Number	Percent
September-1985	114	11	922	89
September-1986	140	14	860	86
September-1987	142	18	646	82
September-1988	160	29	392	71
September-1989	167	24	529	76
September-1990	155	26	441	74

Figure 3

Fields of Employment of New Jersey Provisional Teachers (1985-1990)

Field	# of Teachers	Percent
Elementary	911	48.4
Science	262	13.9
Mathematics	204	10.8
English	123	6.5
Social Studies	106	5.6
Foreign Lang.	93	5.0
Art	43	2.3
Music	43	2.3
Business	34	1.8
Phys. Educ.	29	1.5
Industrial Arts	12	0.6
Speech/Drama	12	0.6
Home Econ.	6	0.3
Psychology	5	0.3
Reading	1	0.05

Indeed, at a time when minority enrollment in traditional programs was consistently below 10 percent, the Provisional Teacher Program became the dominant source of minority teachers for both urban and suburban schools. Of the 1,330 provisional teachers hired by public schools (1985-90), 370 or 28 percent were minorities.

Further, of the 1,884 provisional teachers employed, 33 percent had graduated from college with honors, 18 percent possessed advanced degrees (most in the candidate's teaching field), more than half were over the age of 25, and 70 percent had previously taught in formal or informal settings. Fifty-nine percent were women and 41 percent were men.

Throughout the pilot period, applicants to the Provisional Teacher Program achieved higher mean NTE scores than their traditionally prepared counterparts in all fields where comparisons are possible, except business education, home economics and physical education (see Figure 5). In effect, the program more than doubled the number of qualified candidates in the affected fields while raising the NTE scores achieved, on average, by the overall candidate pool.

Contrary to critics' dire predictions, provisional teachers did not "flee their classrooms by October." On the contrary, over the five-year "pilot" period, the first-year attrition rate for provisional teachers hired in September was 6.4 percent while that for traditionally prepared new teachers averaged 18 percent. Through 1990, 98 percent of provisional teachers who completed the program were recommended for standard certification by their principals or headmasters.

During the pilot period, certain data were gathered from time to time to examine specific allegations by the program's critics. For example, to check the assertion that districts were not drawing selectively from the "alternate route" pool, the state in 1989 compared the NTE scores of employed provisional teachers with those of the larger pool of provisional teacher applicants. The comparison showed that provisional teachers actually employed had higher mean scores in nine of twelve subject fields.

Data gathered in 1985 showed that, of the provisional teachers with prior teaching experience, about 40 percent had served as substitute teachers or aides, 30 percent had worked as college or private school faculty members, and about 30 percent had various other teaching-germane experi-

ences—e.g., as a tutor, studio instructor or college teaching assistant.

In 1988-89, the education department examined the NTE passing rates of 204 applicants to the Provisional Teacher Program who identified themselves as minorities and 88 minority graduates of preparation programs. This examination revealed average pass rates of 86 percent for all provisional teacher applicants, 85 percent for minority provisional teacher applicants, 79 percent for all graduates of New Jersey college preparation programs, and 60 percent for minority preparation program graduates.

Figure 4

Numbers of NJ Public School Districts By District Factor Group* Employing Provisional Teachers in September (1985 - 1990)

DFG Rating	# of Districts	% of Total
A	28	11.4
B	19	7.7
C	19	7.7
D	21	8.5
E	21	8.5
F	24	9.8
G	22	8.9
H	27	11.0
I	22	8.9
J	27	11.0
V	7	2.8
Other	9	3.7
Total	246	

* District Factor Group ratings result from computations of local wealth and range from category "A" for districts in the poorest communities to "J" for the wealthiest. A designation of "V" indicates a vocational school district.

In response to critics' charge that provisional teachers were probably dropping out in their second year after mentor support was withdrawn, the state education department tracked two groups of teachers employed during 1985-87. This study showed that 6.5 percent of provisional teachers left their jobs during the second year compared with 7 percent of traditionally prepared new teachers.

None of the statistics cited above conveys an accurate sense of the quality of people hired through the Provisional Teacher Program or the gross inaccuracy of its critics' original predictions. That is better gained from descriptions of provisional teachers recognized annually as the most promising through a program sponsored by the Geraldine R. Dodge Foundation of Morristown, New Jersey. The appendix to this report contains biographical sketches for the thirty provisional teachers selected as Dodge Fellows in the illustrative year of 1990.

The Provisional Teacher Program Today

In order to address the high attrition rates of traditionally prepared teachers, the State Board of Education in 1992 required them to undergo the support and evaluation requirements of the Provisional Teacher Program. Like "alternate routers," traditionally prepared teachers now serve their first year of employment under a provisional certificate while being mentored by a Support

Figure 5

Mean NTE Scores of New Jersey Provisional Teacher Program Applicants and NJ College Teacher Education Graduates (1985-1989)

	Provisional Teacher		College Teacher Ed.	
Test	N	Mean	N	Mean
Elementary (General Knowledge)	2678	663	3660	657
Art	258	622	125	602
Biology	482	660	187	641
Business Education	358	610	148	612
English	649	640	413	589
French	87	656	37	632
German	30	643	11	599
Home Economics	37	603	31	631
Mathematics	475	615	302	595
Music	104	621	256	619
Physical Education	79	615	379	633
Physical Science	285	614	47	590
Social Studies	761	637	277	617
Spanish	120	659	89	621
Speech/Drama	63	638	19	635
Total	6466		5981	

Team. At the end of the year, they are awarded standard certificates on the recommendation of the school principal. (They do not receive supplemental instruction in the Boyer Topics, having completed such study in college.)

This policy change further dissolved the lines of distinction between two routes that were substantively equivalent in the first place. As a result, the Provisional Teacher Program is now conceived of as a single program for all of the state's liberally educated, subject-competent beginning teachers, who complete the same training elements in different sequences. The term "provisional teacher" is now used in reference to all new teachers, both alternative and traditionally prepared. This ebbing of distinctions combined with the elimination of emergency certification has helped to embed the priority of teachers' liberal education and subject preparation more deeply within the hiring culture of the public school system.

As a result, the employment of "alternate route teachers" is now commonplace and routine. As Figure 6 indicates, the numbers of such teachers hired annually in September by New Jersey schools grew from 121 in 1985 to 858 in 1998.

Figure 6 also shows that the percentage of all new public school teachers that "alternate route" teachers represent has varied considerably from year to year. This is a function of the general demand for beginning teachers in any given year, the numbers and quality of candidates available from the two routes, the subject fields of demand and supply, and competition between the public and private sectors. Three other factors are also worth mentioning.

First, "alternate route" candidates, whose employment requires the additional work of mentoring and evaluation, became relatively more attractive in 1992 when the state required districts to mentor and evaluate traditionally prepared new teachers as well. In 1992 and 1993, proportional hiring of "alternate route" teachers reached its highest levels (40 percent and 39 percent respectively). Second, traditionally prepared candidates became relatively more competitive once their colleges implemented the preparation program reforms, thus sending their graduates into the job market with liberal arts degrees not unlike those possessed by their "alternate route" counterparts. In addition, college preparation programs responded to competition with the "alternate route" by marketing their graduates more effectively and providing follow-up service to employing districts. Third, the education department, which had maintained an aggressive "alternate route" recruitment program from 1985 to 1990, discontinued that effort when it began to produce a surplus of candidates and when state resources became more scarce. Thus, with the recent surge of demand, the pool of "alternate route candidates" has become shallower in relation to the demand. (Note: The state is currently in the process of reinstating its recruitment program.)

Six and a half percent of provisional teachers left their jobs during the second year compared with seven percent of traditionally prepared new teachers.

Nonetheless, as of August 31, 1999, 6,984 "alternate route" teachers had completed the Provisional Teacher Program. Of those, 98.4 percent were awarded standard teaching certificates on the recommendation of their school principals or headmasters.

The number of public school districts that have employed at least one "alternate route" teacher rose from 246 in 1990 to 457 in 1998-99. The numbers of participating districts remain well distributed across socioeconomic levels. In addition, a number of the state's new charter schools have hired "alternate routers" and set up the required Support Teams. To meet growing demand, the education department has had to increase the number of regional centers that provide "alternate route" teachers with instruction in the Boyer Topics from twelve in 1985 to over forty today.

It is worth noting that, although college participation in the regional centers is not required, in fact each center is operated voluntarily by a

college under contract with the state. In staffing these centers, colleges have, over time, identified a mix of full-time teacher education faculty and K-12 educators who are dedicated to the program. Many of these individuals have used the flexibility of the noncredit format to achieve the program's ideal of providing an innovative vehicle through which groups of novice teachers can use applied knowledge to solve real world teaching problems. One consequence of these developments is that the "alternate route" has become an accepted part of teacher training system and is no longer the issue it once was with the state's colleges of education.

Figure 6

Numbers of "Alternate Route" Teachers Hired Annually for September by Public and Nonpublic Schools, and Percentages of all New Public School Teachers Represented by "Alternate Routers" (1985-1998)

Year	Alternate Routers Hired By Public Schools (% of all new PS teachers*)	Alternate Routers Hired By Nonpublic Schools	Total
1985	114 (11%)	7	121
1986	140 (14%)	58	198
1987	142 (18%)	73	215
1988	160 (29%)	78	238
1989	167 (24%)	109	276
1990	155 (26%)	117	272
1991	152 (not available)	103	255
1992	317 (40%)	98	415
1993	322 (39%)	119	441
1994	408 (23%)	162	570
1995	391 (22%)	142	533
1996	300 (15%)	113	413
1997	537 (19%)	177	714
1998	685 (20%)	173	858

* Percentages are the proportions of all new teachers hired by public schools in the given year who were "alternate route" teachers.

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The National Teacher Shortage Debate

Currently there is a national debate over how best to address an impending teacher shortage. If there are lessons to be learned from New Jersey's *twenty-year journey, they are the following:*

Teacher Eligibility, Shortages and Quality

State licensing requirements have a greater impact on teacher supply than any other factor, in that they legally define who is eligible to apply for teaching jobs and who is not. The effect of licensing requirements is always to narrow the candidate pool. If they sharply constrain the pool in relation to the number of available jobs, there will be shortages, and other measures for attracting candidates, such as incentives or streamlined application procedures, can be effective only within the boundaries set by government-defined eligibility. For that reason, before instituting any other measures, states confronted with the prospect of teacher shortages ought first to scrutinize their licensing or certification requirements to assure that they define the candidate pool in an appropriate manner.

The effect of licensing requirements is always to narrow the candidate pool.

However, if state officials expect more students to achieve higher standards, they need to emphasize teacher quality, not just quantity. A preoccupation with "supply" and "shortages" can be a distraction from that core issue. If the state has gotten its definition of eligibility right, then it is appropriate to think about other ways to attract higher-quality people into teaching. Yet if state requirements are dysfunctional—if they define eligibility too narrowly, inaccurately or, worst of all, in inverse relation to quality—then any resultant problems of quality and supply are artificial. In that case, no amount of incentive programs, streamlined application procedures or "professional accreditation" of preparation programs is going to make a critical difference. In fact, if accreditation "standards" reinforce dubious eligibility requirements, they are actually *counterproductive.*

New Jersey found that, if attention is focused on the basic question of what constitutes quality, the issue of quantity virtually takes care of itself. Twenty years ago, the state began to recognize that most of its teacher licensing requirements were indeed artificial. The education course requirements that had accumulated piecemeal over the years had not resulted from a conscious attempt to derive a coherent definition of quality. They were more the result of education fads, political lobbying by teacher educators, and historical accident.

Those eligibility requirements were systematically attracting weak college students and failing to convert them into competent teachers. At the same time, they were screening out substantial numbers of talented men and women who wanted to teach and were capable of doing so. The system was loaded with contradictions. It attracted academically weak students to, and repelled strong ones from, a job that essentially involves imparting academic knowledge to others. It included as part of its basic fabric the "emergency certificate," the oxymoron of a license with no requirements, one that districts could use to hire quality people by circumventing state eligibility requirements, often with a knowing wink of approval from state officials. It produced the contradiction of the professor who taught math to college freshmen but was legally precluded from teaching it to high-school seniors.

Only when New Jersey set aside its concerns over teacher supply and focused instead on teacher quality, systemically separating the wheat from the chaff of state eligibility requirements, did the logical contradictions disappear. Only then did indicators of candidate

quality improve and districts' supply of potential job candidates more than double.

Whether or not New Jersey has "gotten it right" in defining eligibility for teacher-job competition should still be debated. What is not reasonably debatable is that such definition is the core issue. If teacher eligibility is defined improperly such that relatively few candidates can qualify, most of whom are mediocre, or that many talented ones are routinely turned away, then all other attempts to improve quality will necessarily fall short.

Training and the Beginning Teacher

New Jersey's many years of experience with "alternate" and "traditional" candidates have underscored the fact that teacher preparation, completed in advance of employment, can do little more than smooth the beginning teacher's initial weeks on the job. That is one of the reasons why so many traditionally prepared teachers leave their jobs. The real work of teacher training begins once the novice teacher is in the classroom full time. Traditional preparation programs recognize this fact by placing their students in school classrooms to teach with mentor assistance. If they did not, "education training" would amount to very little indeed. Given that basic fact and the wealth of subject-educated talent available, it is well worth it, on balance, for states to allow alternative candidates to qualify and to provide them the on-the-job support and training they need to succeed. States that do so will find that, when properly chosen, these candidates differ very little from traditionally prepared beginning teachers in their need for support and their capacity for success.

Characteristics of an Effective Alternate Route Program

For states that wish to create an effective "alternate route" program:

First, begin by reforming traditional teacher preparation, eliminating artificial and unnecessary requirements and thereby laying the groundwork for an alternative program that is equivalent and parallel. If an "alternate route" program is simply appended to an unchanged traditional system, then opponents can portray the excessive course requirements of the traditional program as "state standards" and the streamlined requirements of the alternative program as a "lowering of standards." While the argument is false, the state will be trapped by its own inattention to basic reform and the "lesser" alternative program will be consigned to use only as a "fallback measure" for hiring "substandard" candidates in "emergencies."

Second, design the "alternate route" so that it balances workability with a firm commitment to meaningful support and training. If the program is cumbersome and bureaucratic, districts will not use it and capable candidates will not tolerate it. If merely a "shortcut," it will not have public or professional credibility, and districts' free use of it to attract quality people into teaching will not have support or acceptance.

Third, get rid of emergency certification and disallow the employment and reassignment of teachers to teach subjects in which they have little formal education. The state's commitment to quality is underscored and the justification for the "alternate route" strengthened if the program is a replacement for "emergency" employment and out-of-field teaching, both of which are made unnecessary by a dual system of equivalent "traditional" and "alternate" routes.

Fourth, educate the public and the profession. Any attempt to reform will generate opposition and rhetoric about "lowering standards." If state officials lack the courage to make the necessary counterarguments, they will be backed into creating a bobtailed "alternate route" program that is limited or unworkable. Such a program will fail to produce the desired results and is not worth the effort required to put it on the regulatory

books.

Fifth, do not make operation of the "alternate route" program legally contingent on college participation. New Jersey's non-collegiate regional centers are not only crucial to the program's workability, they also were—ironically—the main stimulus for college involvement. Had college participation been guaranteed in regulation, most colleges would have resisted making the needed changes in practice or refused outright to participate. The threat of being left out, created by the state-run regional centers, accounted in no small measure for colleges' willingness to participate in the "alternate route" program.

Recruit, recruit, recruit. Under New Jersey's dual system, a school district with a job opening can hire any graduate of any college, of recent or past years, who has a degree in the subject field, an appropriate mix of personal qualities and experience, and the ability to pass the relevant subject test. If not unlimited, this national—even international—pool is substantially larger and more diverse than any pool of teacher education graduates. Yet the best candidates are not going to arrive automatically on school doorsteps. Districts need sophisticated recruitment programs, yet few have them. The worst-case scenario is the district that passively selects its new staff from among the student teachers placed in its schools each year by the local college. After properly defining eligibility requirements, the development of effective means of searching out talent from diverse sources is the second most important thing a state can do to move away from worrying about shortages and toward achieving high levels of quality.

Proposals advanced by the National Commission on Teaching and America's Future sidestep the central question of state eligibility requirements.

National Commission on Teaching and America's Future

Unfortunately, proposals advanced by the National Commission on Teaching and America's Future sidestep the central question of state eligibility requirements.

The Commission's report, *Solving the Dilemmas of Teacher Supply, Demand, and Standards*, posits that a quality teacher is one with a college major in the subject to be taught "plus intensive preparation in teaching." It describes a low-quality candidate as one who has "less than a minor in the field to be taught, only a handful of education courses, and little guided practice." According to the Commission, states with eligibility requirements that limit employment to the former type of candidate are "high-standard states" and those that do not are "low-standard states." Then the report moves on to suggest several strategies for attracting more candidates of the former type.

Yet the basic assumptions are critically important. A "college major in the subject" and "intensive preparation in teaching" are two different things that cannot be lumped together. That teachers need to be educated in the subjects they will teach is self-evident. It is the other matter that's at issue. What specifically does "intensive preparation in teaching" mean? What is the curriculum that so substantially affects competence, in relation to other determining factors, that it should be used as the basis for legally determining which subject-educated individuals may apply for teaching jobs and which may not? Why is a "handful of education courses" worse than two hands full? Specifically, which courses? Taken when and under what circumstances? To the extent that the Commission tries to sweep aside these core issues and distract professional and public attention from them, it does a great disservice to the profession, the public and, ultimately, the students.

It appears that the Commission's proposals are motivated in part by a desire to "professionalize" the occupation of teaching by endowing it with the trappings of the "medical model" of training

and licensing. However, there is nothing inherently "professional" about the format of medical preparation which, unlike teaching, is based in the hard sciences. If employing subject-competent teachers and providing them mentor-supported job induction supplemented by concurrent education study is what produces the highest levels of teacher quality, then that is the most "professional" model for teaching. That is what private schools and universities do, and no one would argue that college teaching is not a "profession" due to its lack of pre-employment study of teaching methodology.

More importantly, it is not the purpose of state licensure to provide practitioners of occupations a public aura of "professionalism." Its sole purpose is to protect and inform the public so its risk of harm is minimized. It is an abuse of licensing authority for state officials to help practitioners serve their own interests by misleading an unsuspecting public into accepting artificial eligibility requirements as guarantees of competence when they in fact are not.

Voluntary board certification, such as that offered by the National Board for Professional Teaching Standards (NBPTS), is the proper means by which teaching can enhance its "professional" status. Because state licensing requirements legally affect employment opportunity, they must necessarily emphasize that which is minimally essential to protect the public. Because it is voluntary and not required by law, professional certification can be used appropriately by members of a profession to advocate whatever additional qualifications they believe are desirable.

The promise of the NBPTS was that it would develop standards and assessment processes that teachers, school districts and members of the public would accept purely on their merit. That is, teachers would seek out the process solely because they perceived it as essential to their classroom success and districts would hire board-certified teachers because they would demonstrably be more effective, not because either had been prompted to do so by artificial government interventions.

The National Commission on Teaching and America's Future undermines this vision when it pursues its goal of "professionalization" by urging state governments to grant official sanction to the NBPTS process. As long as the jury is still out on the NBPTS certification process, the best thing states can do to promote its real, rather than artificial, success is to allow it to succeed, or fail, entirely on its own merits.

Instead, if they are serious about enabling more students to achieve significantly higher academic standards, the best thing that state governments can do is to make certain their own licensing houses are in order. That means ensuring that the legal eligibility requirements they promulgate encourage men and women of outstanding talent and ability to enter the teaching profession. Unless this critically important starting point is solidly established, every other attempt to enhance educational quality will be diminished accordingly.

APPENDIX

Biographical Descriptions of New Jersey "Alternate Route" Teachers Selected as Dodge Fellows in 1990

Teacher 1: graduated with high honors from the University of Puerto Rico with a degree in French literature. She studied French language and civilization at the Sorbonne and earned her Master's Degree in Latin American Literature at Princeton University. She is multilingual and has worked as a reference book translator, a curriculum consultant and a university instructor.

Teacher 2: graduated with honors and distinction in comparative languages from Yale University where she won the Scott Prize for Russian and the German Department Senior Prize. While at Yale she was the head counselor of freshmen, a foreign language tutor and tour manager for the Slavik Chorus. She is multilingual and has worked as a legal assistant and legal translator of Russian and German.

Teacher 3: graduated with honors from Cooper Union with a degree in fine arts. He attended Yale University, where he earned a Master of Fine Arts degree under two Ford Foundation grants and a Yale scholarship. He has exhibited as a painter, and has worked as a theatrical painter and university lecturer.

Teacher 4: graduated from Yale University with a degree in African American studies. She was valedictorian of her graduating class of University High School in Newark, New Jersey. At Yale, she was a writer for the *Yale Observer*, co-leader of the Christian Fellowship, and coordinator of the Harvest Ministry Church. She has worked as a secretary and a publishing assistant.

Teacher 5: graduated with high honors from Rutgers University with a degree in biochemistry. At Rutgers, he was awarded a Herbert Memorial Scholarship and a Marion Johnson Graduate Fellowship, and he served as captain of the baseball team and editor of the yearbook. He has worked as a substitute teacher and a camp counselor.

Teacher 6: graduated *cum laude* from the University of Pittsburgh with a degree in chemistry. She earned her Master's Degree in physical chemistry at Rutgers University. She has worked as a scientific programmer for an engineering laboratory and as a college instructor. She has also supervised the high school summer program for a community college, served as a girl scout leader, and volunteered for the Red Cross and YMCA.

Teacher 7: graduated *magna cum laude* with a degree in history and American studies from Yale University. At Yale, she served as a volunteer tutor in the University's community outreach program and the Yale Puerto Rican Student Association. She has also served as a Big Sister. She has been employed as an arts administrator and has co-produced film festivals at the Smithsonian and New York University. She is bilingual.

Teacher 8: graduated *cum laude* from Cornell University with a degree in Latin American studies. She earned her Master's Degree in urban affairs at the New School for Social Research, where she

attended under a Jacob Kaplan Fellowship. She has worked as executive director of a New York neighborhood association and as an intern for civic organizations in New York City. She is fluent in Spanish and has taught ELS in Peru, and she has tutored Vietnamese and Venezuelan students.

Teacher 9: graduated with honors from Princeton University with a degree in English, and he earned his Master's Degree in educational administration from Harvard University. He has worked as a college admissions dean and residence director and served as assistant dean of students at Princeton. His ultimate goal is to become an elementary principal in the public schools.

Teacher 10: graduated with honors from Rutgers University with a degree in electrical engineering. He was valedictorian of his Roselle, New Jersey high school class and attended Rutgers as a Johnson and Johnson Leadership Fellow and a Bell Laboratories Engineering Scholar. He earned his MBA degree at Columbia University and has worked as a securities trader and an associate in a management consulting firm.

Teacher 11: graduated with honors from Franklin and Marshall College with a degree in third world history. She was valedictorian of her graduating class at Audubon High School in Audubon, New Jersey. At Franklin and Marshall, she was treasurer of the Student Congress and played varsity field hockey and softball. She has worked as a recreation supervisor and as an intern in the New Jersey state education department.

Teacher 12: graduated *summa cum laude* from Barnard College with a degree in biology. She was salutatorian of her graduating high school class in West Nyack, New York. She has worked as a bookkeeper and as a laboratory manager for Van Heusen Research and Development Corporation. She has also worked as a parochial school teacher and served as a cub scout den mother, a Big Sister, and a recreational and camp counselor.

Teacher 13: graduated with honors from Montclair State College with majors in Spanish, Italian and linguistics. While at Montclair, she was vice president of the Spanish Club and a member of the Italian Honor Society. She is multilingual and has tutored students in Spanish.

Teacher 14: graduated with honors from Haverford College with a degree in English. She attended Princeton (NJ) High School where she received the Gold Key Award for student leadership and service. At Haverford, she was captain of the women's tennis team, and was recipient of the Archibald MacIntosh Award for outstanding freshmen scholar/athlete and the Varsity Cup, the college's highest athletic award. She has worked as an accounting reviewer, a planning consultant and a manager in private industry.

Teacher 15: graduated with honors from Douglas College with a degree in Spanish. At Douglas, she tutored students in physics and Spanish, and was elected to the national Spanish Honor Society. She earned her Master's Degree in Spanish at Rutgers and has worked as a bilingual social worker and a bilingual insurance representative. She is active in PTA and the Scouts.

Teacher 16: graduated *magna cum laude* and Phi Beta Kappa from Brandeis University, where he attended as a Justice Louis Brandeis Scholar, with a degree in English and American literature. He has

worked as a residence advisor and camp counselor. At Brandeis, he served on the Scholars Programming Board and founded the Athletics Enthusiasts Club.

Teacher 17: graduated with honors from Brown University with a degree in biology. He earned his Master's Degree and Ph.D. at Cornell in the field of agronomy. He has worked as a college instructor and has conducted research for the Harvard School of Public Health, the United States Drug Administration and the Institute for Cancer Research. He is also active in community and religious organizations.

Teacher 18: graduated with honors from Harvard University with a degree in English. At Harvard she wrote for the *Independent* and was president of the student organization for advocacy of the disabled. She earned her Master of Divinity Degree at Episcopal Divinity School, and was the first African American woman enrolled by the school. She has served as a hospital chaplain, as an admissions officer at Princeton University, and as assistant director of admissions and coordinator of minority recruitment at Columbia University.

Teacher 19: graduated with honors from Rutgers University with a degree in English. At Rutgers she was vice president of her senior class, received the Award for Academic Excellence in English, and was elected to the national honor society, *Alpha Sigma Lambda*. She has taught kindergarten and second grade in nonpublic schools.

Teacher 20: graduated with honors from Barnard College with a degree in architecture with concentrations in art and mathematics. She received Barnard's King Crown Leadership Award and was co-founder and president of the Architectural Society. She has worked as a program assistant for the Board of the United Methodist Church, and has been active in Big Sisters, peer counseling and Sunday school teaching.

Teacher 21: graduated *cum laude* from the University of Delaware with a degree in physics and received his Master's Degree in physics at the University of Pennsylvania. At Delaware, he was elected to the national mathematics honor society and received the Science and Engineering Scholar Award. He has worked as a university teaching and research assistant.

Teacher 22: graduated *magna cum laude* from the Catholic University of America with a degree in biology. He earned his Master's Degree in theology at Washington Theological Union. He studied Spanish culture and language in Mexico and is bilingual. He has worked as a teacher of biology and chemistry, and as a youth program director. He also served as chief administrator of a parochial school serving inner city Hispanic students in Wilmington, Delaware, where he was also a member of the city's Hispanic educational outreach committee, the minority cancer outreach committee, the Hilltop Housing Coalition and West Side Health Services Committee.

Teacher 23: graduated from the Julliard School of Music with a degree in music. He earned his Master of Science degree in music under a Julliard Scholarship. In the U.S. Army, he was assigned as a chaplain's assistant in Germany, where he also worked at the American Education Center. He has served as assistant director of operations at Rutgers University, director of a daycare center in Paterson (NJ), and director of education for the Urban League of Essex County (NJ). Most recently he worked

as music director for several churches while serving as a substitute teacher in the public schools.

Teacher 24: graduated *magna cum laude* and Phi Beta Kappa from Mills College with a degree in biology. She received the college's Caryl Haskins Prize for distinction in the sciences and was elected to the national honor society. She earned her Master's Degree in plant physiology and her Ph.D. in biochemistry at Rutgers University. She has worked as a laboratory technician and as an agricultural researcher in Brazil. She has taught at the university level and has published scientific research articles.

Teacher 25: graduated *cum laude* from Harvard and Radcliffe Colleges with degrees in history and science. She received a Harvard College Scholarship for academic achievement and participated in the Harvard/Radcliffe Choir. She earned her Master's Degree in education at Harvard, and has worked as a tutor, a teaching assistant and a computer analyst.

Teacher 26: graduated with honors from Morgan State University with a degree in chemistry. He earned his Ph.D. in catalysis at Johns Hopkins University. He has worked as a chemical officer in the U.S. Army, a chemist for Dupont and Sun Oil, and as senior research chemist at Celanese. He is certified in employee motivation and executive development, and has conducted numerous workshops for teachers and other professionals.

Teacher 27: graduated with honors from Brown University with a degree in mathematics. At Brown, she served as an intern and tutor in a Providence, Rhode Island high school, an intern in an alternative high school in Brooklyn, and a teacher in the Brown Summer High School.

Teacher 28: worked as a carpenter and served as a petty officer in the U.S. Navy before enrolling in Temple University. He graduated from Temple with honors with a degree in history. Under a full teaching assistantship, he earned his Master's Degree in Caribbean African history, and has studied art at the Pennsylvania Academy of Fine Arts. He has also worked as a financial consultant and office manager in the insurance industry and as a housing consultant and restorationist.

Teacher 29: graduated with honors from Holy Cross College with a degree in mathematics and visual art. In college she tutored high school students, served a teaching internship at a New York school for blind students, and was active in the Big Sister Program. She also served as editor of her college's yearbook and a member of the Purple Key Society. She organized and directed the Holy Cross College Art Show in 1989.

Teacher 30: graduated with honors in history from Columbia University, where he attended as a John Jay Scholar. He is a graduate of Rutherford (NJ) High School, and was a member of the school's 1985 state championship basketball team. He played varsity football at Columbia where he received the Sid Luckman Award for most valuable player, was named to the ECAC Football Honor Roll, and was designated All-Ivy League and Ivy League Defensive Player of the Week. After graduation, he spent a year working as an intern teacher at an integrated high school in Johannesburg, South Africa, where he also volunteered for an organization dedicated to desegregating the Johannesburg schools.

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